

APPENDIX D

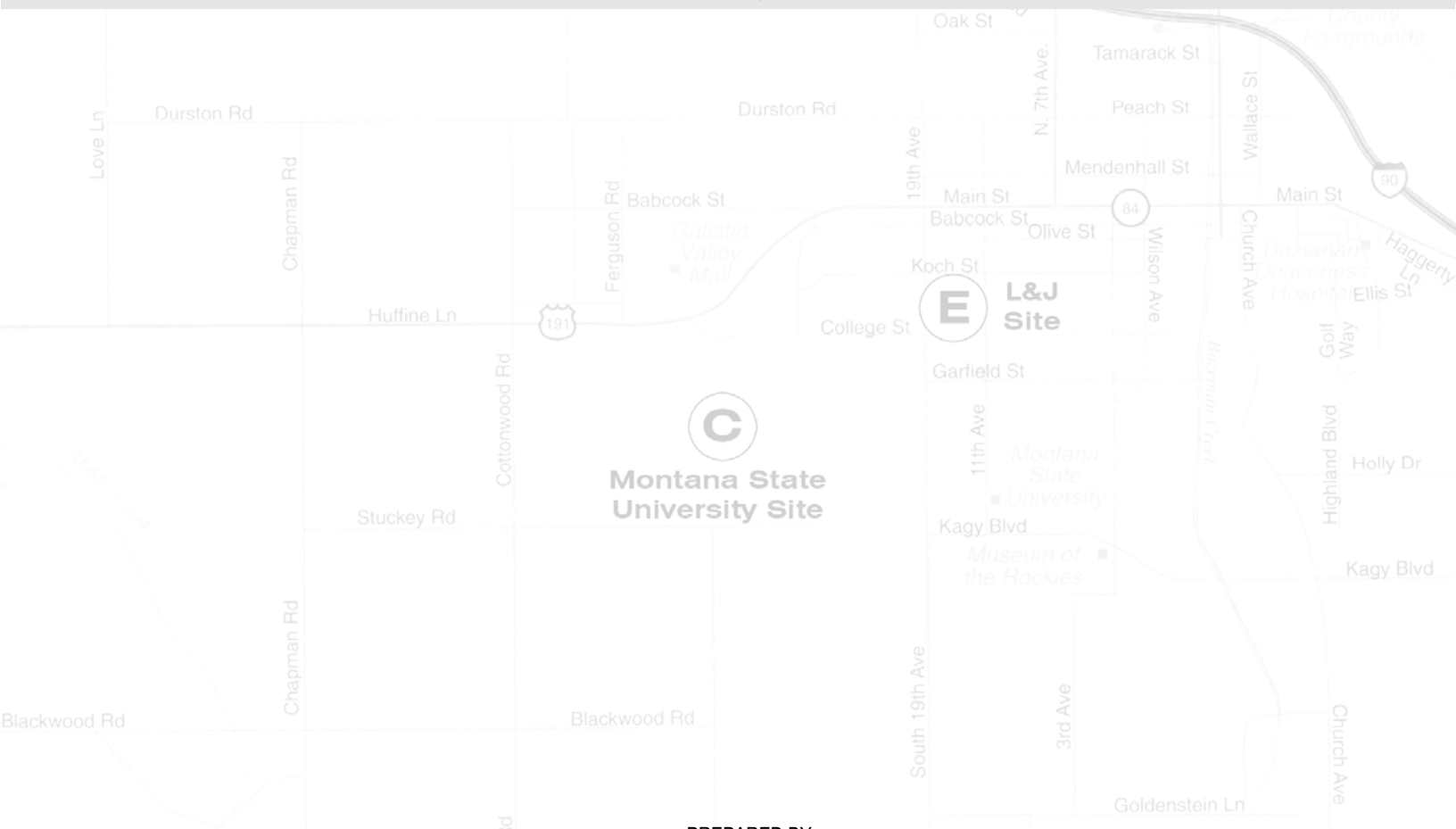
GALLATIN COUNTY DETENTION CENTER ALTERNATIVE SITES EVALUATION

Carter Goble Lee



GALLATIN COUNTY DETENTION CENTER ALTERNATIVE SITES EVALUATION

JULY 28, 2006



PREPARED BY



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Background

Based upon actions taken by the Capital Improvements Projects (CIP) Committee and the Board of Commissioners, Gallatin County, Carter Goble Lee assisted in the performance of evaluations of alternate sites for the new Detention Center and other components of the Gallatin County/Bozeman Criminal Justice system. The work was carried out through a series of site inspections and meetings with key individuals and agencies of Gallatin County government and the City Engineer, City of Bozeman.

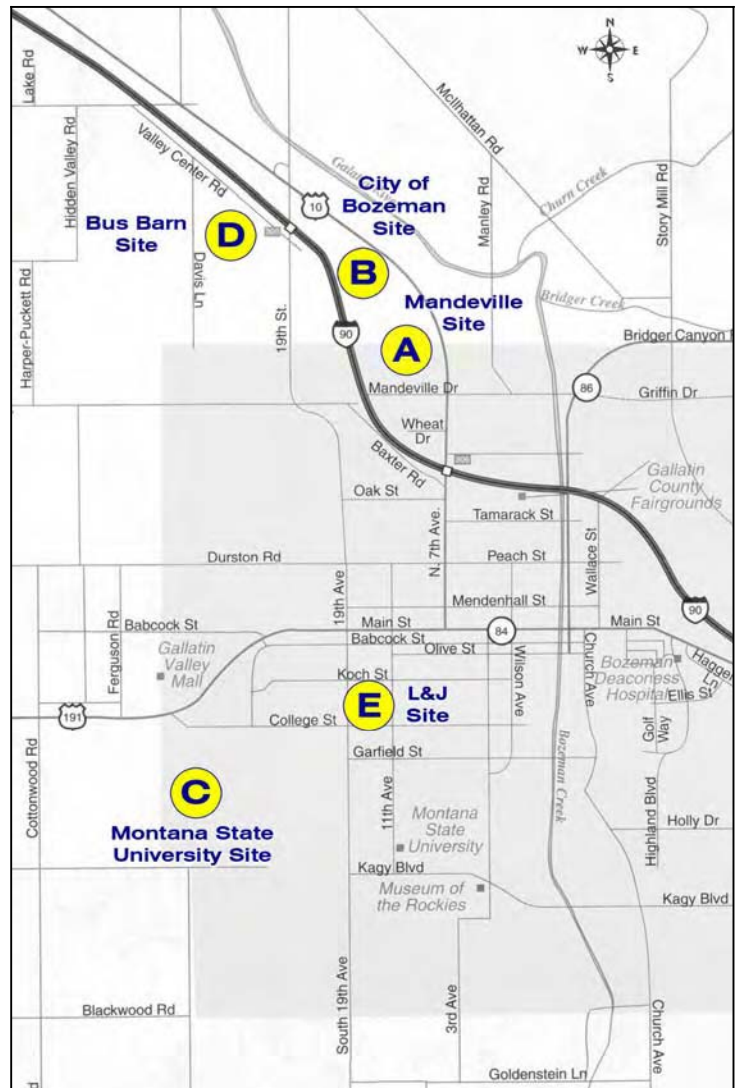
Evaluation Process

Initially, Gallatin County assembled a listing of publicly-owned properties held by Gallatin County, the City of Bozeman, the State of Montana or other public entity that could be considered for purchase or land swap. Although privately-owned properties were also initially considered, the evaluation of privately-owned properties did not continue due to cost and time-to-acquire reasons. Five sites, all in the public domain and within the city limits of Bozeman, were identified for evaluation; including:

- A – Mandeville Site;
- B – City of Bozeman Site;
- C – Montana State University (MSU) Site;
- D – Bus Barn Site; and
- E – L&J Site.

Figure 1 identifies the location of each of the five sites.

Figure 1
Gallatin County Detention Center – Evaluated Potential Site Locations



Site Scoring

Concurrently, a listing of variables to be used in identifying candidate sites for the Detention Center, Courts, and Law Enforcement components was developed. Four basic groupings of these variables were established: 1) Location/Access; 2) Physical Site Constraints; 3) Utilities; and 4) Availability and Legal Issues. A total of 26 variables were defined that would establish the suitability of a site that could be developed as a detention center and possibly a total criminal justice complex capable of including the Courthouse, Law Enforcement Headquarters, and potentially a 911 Center.



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The 26 variables were incorporated into an analytically-based matrix used to evaluate each site, including the existing Law & Justice (L & J) Site, and a numerical "scoring" of each site was established through a combination of site visits, review of secondary source information, and interviews with public and private-sector individuals familiar with real estate and development issues in the City of Bozeman. This matrix was reviewed and modified through conversations with County officials. A numeric rating scale ranging from a low of 0 (zero) through a high of 8 (eight) was used to determine a raw score for each site. Table 1 illustrates the scoring of each site using the 26 variables. A professional architect and urban planner were used to evaluate each site.

Table 1
Raw Scores for Each Site

GALLATIN COUNTY DETENTION CENTER STUDY ALTERNATE SITES EVALUATION CRITERIA AND RATINGS						
Site A: Mandeville Site Site B: City of Bozeman Site Site C: MSU Site Site D: Bus Barn Site Site E: L & J Site						
Rating Scale <i>This numeric rating scale is to be used for each of the 26 different rating criteria</i> Excellent = 8 Acceptable = 4 Poor = 2 Unacceptable = 0						
I. Location/Access						
Criteria	Sites					
	A	B	C	D	E	
1 Highways/Roads Weight Factor - 4 TOTAL SCORE	8	4	4	2	4	Comments: All sites except Mandeville require access to a minor/secondary road feeding into a major road. The Mandeville site has the closest proximity to an interstate highway (I-90).
8 = Adjacent to major highway or major county road 4 = Accessible to major highway or major county road 2 = Access requires use of minor and/or secondary roads 0 = Access requires upgrade and/or construction of new secondary roads						
2 Congestion/Traffic Count Weight Factor - 5 TOTAL SCORE	4	4	8	4	0	Comments: Only the MSU site does not have existing or likely competing future development adjacent to the site. The existing jail and justice center site is surrounded by commercial and residential land uses, with bad traffic congestion and difficult access during high-traffic periods.
8 = No congestion or competing development 4 = Limited congestion or nearby development 2 = Access improvements needed due to congestion and/or development 0 = Substantial current or near-term congestion						



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Table 1 – Continued

I. Location/Access							
Criteria		Sites					
		A	B	C	D	E	
3	Fire Department Services Weight Factor - 5	8	8	8	8	8	Comments: All properties are within a 10 minute response time from either the main fire department or a substation/rural fire department.
TOTAL SCORE							
8 = Response time under 5 minutes 4 = Response time 5-10 minutes 2 = Response time 10-20 minutes 0 = Response time over 20 minutes							
4	Hospital and Emergency Medical Services Weight Factor - 5	8	8	8	8	8	Comments: All sites are within a 10 minute response time distance from either the hospital or an EMS station. Location of ambulances may change. Could slightly impact Sites C and E.
TOTAL SCORE							
8 = Response time under 5 minutes 4 = Response time 5-10 minutes 2 = Response time 10-20 minutes 0 = Response time over 20 minutes							
5	Proximity to Judicial Facilities Weight Factor - 3	4	4	8	4	8	Comments: All sites are within 5 miles of the existing judicial complex.
TOTAL SCORE							
8 = Within 5 miles 4 = Between 5 and 10 miles 2 = Between 10 and 15 miles 0 = Beyond 15 miles * Adjust for travel time							
6	Visitor and Public Accessibility Weight Factor - 5	4	2	2	4	8	Comments: Only the existing justice complex site is near a proposed public transit route scheduled to be implemented within the near future.
TOTAL SCORE							
8 = Site has vehicular, public transportation, and pedestrian access 4 = Site has vehicular and limited pedestrian access 2 = Site has only vehicular access 0 = There is no current access to the site.							
II. Physical Site Constraints							
Criteria		Sites					
		A	B	C	D	E	
7	Site Size Weight Factor - 5	8	4	8	8	2	Comments: All sites except the existing justice complex site are of adequate size to accommodate a justice complex including the jail, courts, Sheriff and Bozeman Police headquarters. The existing justice complex site is too small to allow any future growth beyond the projected short-term space needs of the complex.
TOTAL SCORE							
8 = 50+ acres with full buffer zone possible 4 = 20 - 50 acres with full buffer zone possible 2 = 5 - 20 acres with limited buffer zone 0 = <5 acres							



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Table 1 – Continued

II. Physical Site Constraints							
Criteria		Sites					
		A	B	C	D	E	
8	Configuration Weight Factor - 5	8	4	8	2	4	Comments: Although the major part of the Bus Barn site has a length to width ratio of approximately 2:1, the southern part of the site is long and narrow, limiting major building construction on the remainder of the site.
TOTAL SCORE							
8 = 1:1 ratio of length to width 4 = 2:1 ratio of length to width 2 = 3:1 ratio of length to width 0 = 4:1 or more ratio of length to width							
9	Parking Weight Factor - 3	8	8	8	8	2	Comments: All sites except the existing justice complex site are of sufficient size to accommodate required parking with area for future expansion. The present judicial site has limited parking space at present and, if all required future development were built at this location, a multi-level parking structure would be required.
TOTAL SCORE							
8 = Land available and no conflicts 4 = Some parking conflicts but easily solvable 2 = Parking conflicts somewhat difficult to solve 0 = Parking problems expensive to solve							
10	Contiguity Weight Factor - 3	8	8	8	8	8	Comments: All sites consist of a single parcel of land.
TOTAL SCORE							
8 = All areas required in a single parcel 4 = 2 parcels with immediate adjacency 2 = 3 parcels with immediate adjacency 0 = Multiple parcels without total immediate adjacency							
11	Soil-Bearing Capacity Weight Factor - 1	4	4	4	4	4	Comments: Same values were assigned to this category, since soil-test borings were not available to this evaluator. General geological conditions in the Bozeman area suggest that soil bearing capacities are adequate to support the required building types; however, the water table is close to the surface in many areas, and de-watering of foundations and/or foundation wall waterproofing might be required.
TOTAL SCORE							
8 = No special added foundation cost 4 = Adds up to 20% to foundation cost 2 = Adds up to 50% to foundation cost 0 = Adds up to 75% or more to foundation cost							
12	Slope Weight Factor - 1	8	8	8	8	8	Comments: All sites are either flat or have only gentle slopes across buildable areas.
TOTAL SCORE							
8 = 2 - 4% over 80% of buildable area 4 = 4 - 7% " " " " " 2 = 7 - 9% " " " " " 0 = >9% " " " " "							
13	Orientation Weight Factor - 1	4	4	8	4	4	Comments: All sites except the MSU property have minor orientation issues and will require moderate on-site grading.
TOTAL SCORE							
8 = Site does not limit orientation for functional access 4 = Moderate on-site regrading required 2 = Moderate work required on and off site 0 = Extensive regrading and structures required on and off site							



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Table 1 – Continued

II. Physical Site Constraints							
Criteria		Sites					
		A	B	C	D	E	
14	Drainage Weight Factor - 1	8	8	8	8	4	Comments: All sites exhibited suitable drainage without any standing water or other evidence of drainage problems. With additional construction, including more paved parking, the existing justice complex will require considerable additional storm drainage to control runoff onto adjacent streets and properties.
TOTAL SCORE							
8 = Good existing natural drainage 4 = Moderate on-site regrading required 2 = Moderate work required on and off site 0 = Extensive regrading and structures required on and off site							
15	Flood Plain Weight Factor - 4	8	8	8	8	8	Comments: Based on information obtained from the City Engineer's office, City of Bozeman, none of the sites is within a flood plain.
TOTAL SCORE							
8 = Site is not in nor affected by flood plain 4 = Site is outside flood plain 2 = Building area is outside flood plain 0 = Flooding could effect operations							
16	Wetlands Weight Factor - 4	8	8	8	8	8	Comments: There was no visual evidence that there were wetlands on any of the sites. Information obtained from the office of the City Engineer, City of Bozeman, also indicated that no wetlands were present.
TOTAL SCORE							
8 = Site is not in nor affected by wetlands 4 = Site is outside wetlands 2 = Building area is outside wetlands 0 = Area is totally within designated wetland							
III. Utilities							
Criteria		Sites					
		A	B	C	D	E	
17	Electricity Weight Factor - 2	8	8	8	8	8	Comments: Electrical service is available at all of the sites.
TOTAL SCORE							
8 = Three-phase service at site 4 = Three-phase service within 1 mile 2 = Three-phase service over 1 mile 0 = Three-phase service not available							
18	Water Weight Factor - 2	8	8	4	4	8	Comments: A water main crosses both the Mandeville and the adjacent City site, and water is present at the existing justice center site. Public water is available within 1/2 mile of the MSU and Bus Barn sites.
TOTAL SCORE							
8 = Public water available at site 4 = Public water within 1/2 mile 2 = Public water within 1 mile 0 = Public water over 1 mile							



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Table 1 – Continued

III. Utilities						
Criteria	Sites					
	A	B	C	D	E	
19 Sewer	8	8	2	2	4	Comments: A sewer line crosses both the Mandeville site and the adjacent City sites. Sewer is also present at the existing justice center, but the system will need to be upgraded to accommodate future development. There is no sewer adjacent to the MSU and Bus Barn sites, and lines will have to be extended to the sites or septic systems provided.
Weight Factor - 2						
TOTAL SCORE						
8 = Adequate size main at site 4 = Upgradable sewer at site 2 = Substantial cost to link to sewer or upgrade 0 = Service not available near site						
IV. Availability and Legal Issues						
Criteria	Sites					
	A	B	C	D	E	
20 Availability	2	2	4	2	8	Comments: Of the five sites, only the existing justice center property is owned by the County and is available for continued present use. The Mandeville site is owned by the state of Montana, and the adjacent City site by Bozeman. The Bus Barn site is owned by the school board. The MSU site may be available for a land swap, but this could be a lengthy process involving several different jurisdictions and groups.
Weight Factor - 5						
TOTAL SCORE						
8 = Site owned by County 4 = Site easily acquired by County immediately 2 = Site reasonably available for purchase within 5 months 0 = Acquirable, but at high price and/or over 5 months						
21 Tax Base Impact	8	8	8	8	8	Comments: These evaluations are based on the fact that the sites are presently publicly owned, so there is no loss of taxable land at this time. However, both the Mandeville and Bus Barn sites are being considered for possible future commercial or residential development.
Weight Factor - 1						
TOTAL SCORE						
8 = No acquisition of taxable land needed 4 = Assessed value up to \$500,000 2 = Assessed value \$500,000 to \$750,000 0 = Assessed value over \$750,000						
22 Land and Construction Cost	2	2	4	2	4	Comments: The existing justice center site is the only County-owned property. The cost and time necessary to acquire any other site would be extensive. The one possible exception is for a land swap of the existing site with Montana State University for the MSU site; however, this would likely be a time-consuming process.
Weight Factor - 5						
TOTAL SCORE						
8 = Little or no cost to County; County already owns; no site restrictions for construction 4 = Low cost to County to acquire land; site restrictions will increase construction costs 2 = Moderate to high cost to County to acquire land; no site restrictions for construction 0 = Extremely high acquisition or construction cost						
23 Neighborhood, Land Use & Zoning	4	4	4	2	4	Comments: Since the existing justice center site is being used for the jail, courts and law enforcement, the continued use for these purposes is allowed; however, portions of the site currently zoned R-O will require variance resolution. Because the Bus Barn has nearby residential properties and the possibility of more such development, future development trends could conflict with justice center uses.
Compatability						
Weight Factor - 4						
TOTAL SCORE						
8 = Jail allowed without zoning variance - no foreseeable conflicts 4 = Zoning conflict, but variance resolution feasible & future use conflicts not likely 2 = Zoning variance required and future development trends could conflict 0 = Incompatible adjacent uses now and in future						



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Table 1 – Continued

IV. Availability and Legal Issues							
Criteria		Sites					
		A	B	C	D	E	
24	Historic & Archeological Impacts Weight Factor - 1	8	8	8	8	8	Comments: There are no known historic or archeological impacts on any of the sites.
TOTAL SCORE							
8 = No known impacts on site 4 = Limited impact possible on adjacent land but can be mitigated 2 = Significant impacts will occur but proper mitigation can be helpful 0 = Significant negative impacts cannot be sufficiently mitigated							
25	Easements Weight Factor - 3	4	4	8	8	4	Comments: There are water and sewer line easements on the Mandeville and adjacent City sites and on the existing justice center site; however, none of these should have a negative impact. There is no evidence of easements on the MSU and Bus Barn sites.
TOTAL SCORE							
8 = No easements on site 4 = Easements exist, but no negative impact 2 = Easements will have impact and cause some re-location 0 = Easements will substantially restrict site development							
26	Hazardous Waste Weight Factor - 3	8	8	8	8	8	Comments: There are no indications of any hazardous waste on any of the sites.
TOTAL SCORE							
8 = if site is <i>not</i> affected by hazardous waste -8 = If site is affected by any hazardous waste							

Source: Carter Goble Lee; July 2006

The scoring combined individual observation and analysis, as well as reviews of secondary source information available through various departments of the County and City governments. In the end, while every attempt was made to quantify as many of the variables as possible, the score that was awarded included a degree of subjectivity. Variables such as slope, flood plain, and easements, for example, can easily be quantified. Variables such as neighborhood impact, orientation, and tax base impact required a degree of evaluator opinion. A major variable – land and construction cost – was easy to quantify from a land acquisition perspective, but less easy at this stage to quantify the construction costs. In the case of the L&J site, the land cost is zero, but construction costs are expected to be higher than any other of the sites due to the requirement to maintain existing operations while constructing the new Detention Center.



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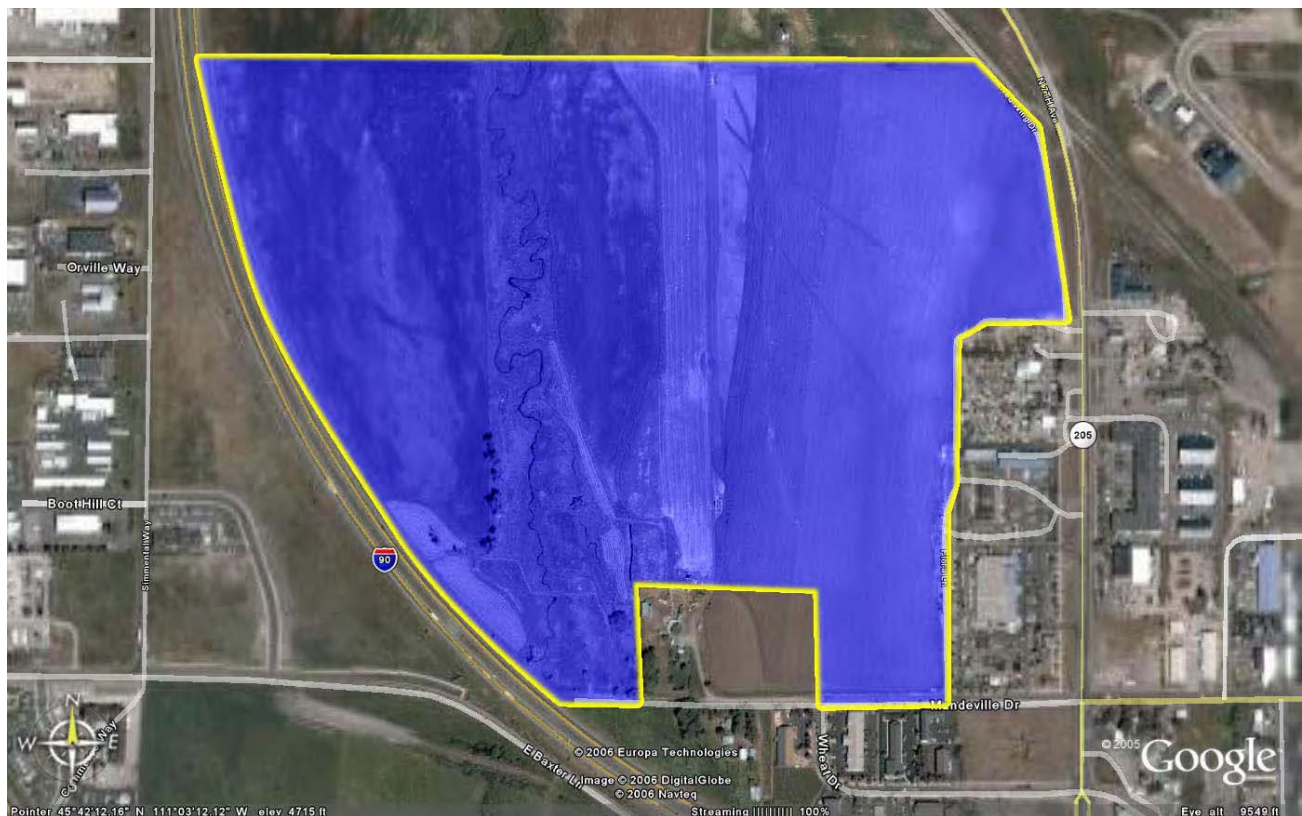
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Site Descriptions

The following includes a brief description of the characteristics, advantages and drawbacks of each site.

Site A – Mandeville Site: The property is bounded on its east side by a narrow strip of commercial buildings that are accessed from a frontage road paralleling North 7th Avenue, to the south by Mandeville Street, along its western side by Interstate I-90, and to the north by agricultural land and a parcel of land owned by the City of Bozeman (Site B). The site can be entered from Mandeville Road and the frontage road, both of which provide access to North 7th Avenue. The site slopes gently downward to the north and west, and is currently under cultivation. The total area of the property is approximately 102 acres, which is more than sufficient to accommodate a complete justice complex with all necessary expansion and parking areas for the foreseeable future.

The major advantages of the site are its size, location and accessibility to major roads. Utilities are readily available, either directly on or adjacent to the site. The property is owned by the State of Montana and may be acquirable; however, because of its size and location it will be expensive to purchase.



Site B – City Site: The south boundary of this property is a portion of the Mandeville site's north boundary. Containing approximately 28.4 acres, the triangular-shaped site is accessed on its northeast side from a gravel frontage road and is bordered on its west side by agricultural land. While the gravel access road leads to the intersection of Mandeville Street



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and North 7th Avenue, it also goes in a northwest direction and crosses railroad tracks. With improvements, this could provide secondary access to other roads.

The physical characteristics of this site are similar to those of the Mandeville property, and the same sewer and water lines also cross this property. The property size is sufficient to accommodate a complete justice complex with space available for parking and possible future growth.



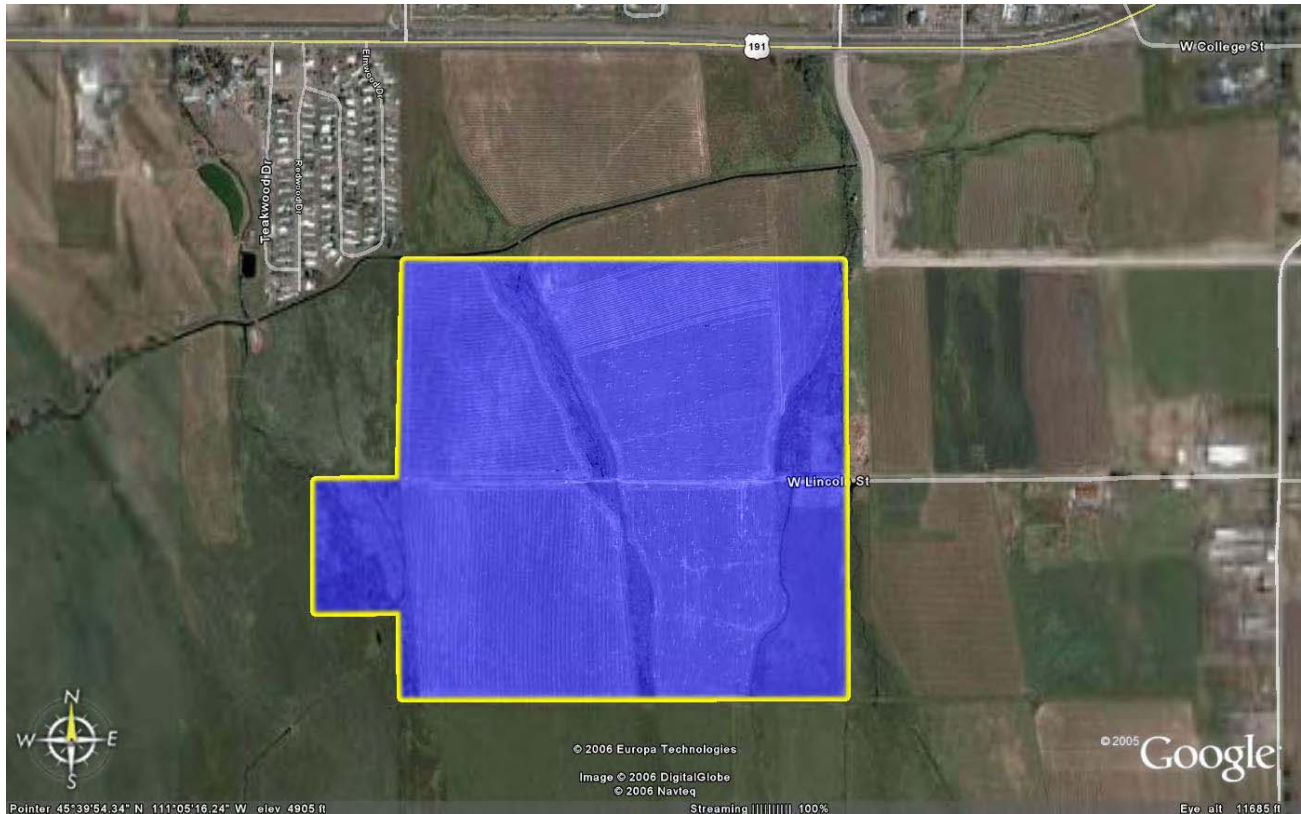
Site C – MSU Site: This property, currently being used for cattle grazing, is approximately 90 acres in size and virtually flat. At the present time, the site does not border any paved road; however, Fowler Avenue, if extended, would create the east boundary of the property. Stucky Road to the south and Huffine Lane to the north are each approximately ¼ mile from the south and north site boundaries, respectively. Also, West Lincoln Street dead-ends into the approximate mid-point of the east property line. Improvements would be required to create appropriate access to this site.

According to engineering documents, both water and sewer lines are adjacent to the northeast corner of the site, but the capacities of these lines could not be confirmed. The site is of adequate size to accommodate an on-site septic or package sewage treatment system as well as all present and projected future building and parking needs for a full justice complex. The location, size, and topography of this property make this a highly desirable property.



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Site D – Bus Barn Site: The site is approximately rectangular, slightly longer in the north-south direction, with a narrower piece of land that extends southward along the east property line. The property is bounded on the north by Westlake Road, which intersects Davis Lane to the west, and on the northeast by East Valley Center Road, which runs parallel to I-90. The roads on or adjacent to the site are unpaved, and improvements would be required to achieve good access.

The Gallatin County School District, which owns the property, currently operates a bus depot on the north side of the site; this building would be removed when the site is converted to other use. Surrounding properties are currently cultivated or fallow, with a few small farms and residences. A public recreation pond is on the property adjacent to the southwest property line, and residential development has taken place on land to the south of the site and the pond. The proximity of these land uses may have an impact on the use of this property for justice and law enforcement functions.

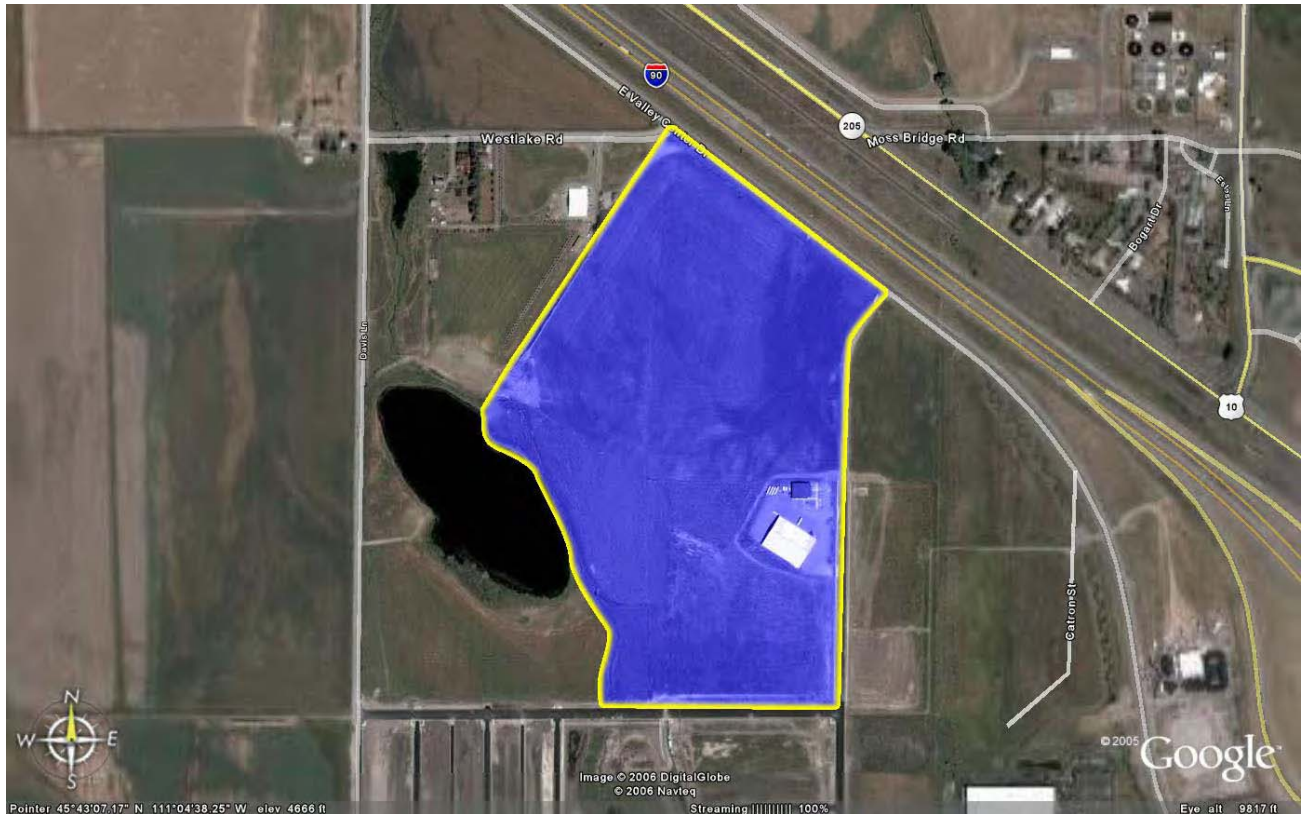
The total site area is approximately 73 acres, which will meet current and projected building, parking and expansion needs. The irregular shape of the property will dictate careful master planning to enhance future expansion and growth.

The Bus Barn site is located to the northwest of downtown Bozeman, and is the one farthest away from central medical facilities and emergency services. Fire department response from the main downtown fire station could exceed 10 minutes but a rural volunteer fire department, located approximately 3-1/2 miles north of this site, should be able to provide first response. Water and sewer services have not been extended to this property.



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Site E – L & J Site: This site has the obvious advantage of being the existing location of the law and justice center of Gallatin County as well as the current location of the Bozeman Police Department. The adjacency of the jail to courts is desirable from the standpoint of inmate movement, and the co-location of law enforcement agencies provides a degree of security. The site is owned by the County, so no acquisition costs would be required, although the northeast corner of the property would require a zoning amendment to convert from R-O to PLI land use.

Unfortunately, the site has several major disadvantages. One is its size of approximately 18.4 acres, which is not adequate for the space requirements of a complete justice complex, projected future expansion needs and both present and future parking requirements. The site is landlocked, with residential and commercial properties on all sides. The primary site entry is on West Dickerson Street from South 19th Avenue, which is heavily traveled and frequently congested. Secondary access on South 16th Avenue leads to West College Street, which also has heavy traffic. Service access to the existing jail is from South 15th Avenue and/or West Koch Street, both narrow streets that go through residential neighborhoods.

Considering the growth patterns of Bozeman in general and the area in proximity to this site in particular, the long-term use of this property for a law and justice complex may not be the highest and best use. Future growth is severely limited by the size of the property, site access for increased traffic volumes will only aggravate an already bad situation, and the amount of necessary parking may require a parking structure.



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Site Ranking

The next step in establishing the Site Evaluation Criteria was to establish a “weight” for each of the variables used to evaluate the sites. This was done by a joint working group consisting of the CIP Committee, the Detention Project Committee, and County staff. Each variable was discussed and a weight from 1 to 5 was attached to the variable that defined, in the view of the Committees, the relative importance a variable in selecting a site for a Detention Center and possible future Criminal Justice Complex. The raw scores determined through the site evaluations were then multiplied by the “weight” determined by the working group to define the relative level of importance of each variable. The final evaluation instrument generated reflects the weighted score applied to each site, as shown in Table 2.



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Table 2
Weighted Scores of Each Site

GALLATIN COUNTY DETENTION CENTER STUDY ALTERNATE SITES EVALUATION CRITERIA AND RATINGS							
Site A: Mandeville Site		Weight					
Site B: City of Bozeman Site		5 Highly Important					
Site C: MSU Site		3 Important					
Site D: Bus Barn Site		1 Little Importance					
Site E: L & J Site							
Rating Scale							
This numeric rating scale is to be used for each of the 26 different rating criteria							
Excellent = 8							
Acceptable = 4							
Poor = 2							
Unacceptable = 0							
I. Location/Access							
Criteria		Sites					
		A	B	C	D	E	
1	Highways/Roads Weight Factor - 4	32	16	16	8	16	Comments: All sites except Mandeville require access to a minor/secondary road feeding into a major road. The Mandeville site has the closest proximity to an interstate highway (I-90).
TOTAL SCORE							
8 = Adjacent to major highway or major county road 4 = Accessible to major highway or major county road 2 = Access requires use of minor and/or secondary roads 0 = Access requires upgrade and/or construction of new secondary roads							
2	Congestion/Traffic Count Weight Factor - 5	20	20	40	20	0	Comments: Only the MSU site does not have existing or likely competing future development adjacent to the site. The existing jail and justice center site is surrounded by commercial and residential land uses, with bad traffic congestion and difficult access during high-traffic periods.
TOTAL SCORE							
8 = No congestion or competing development 4 = Limited congestion or nearby development 2 = Access improvements needed due to congestion and/or development 0 = Substantial current or near-term congestion							
3	Fire Department Services Weight Factor - 5	40	40	40	40	40	Comments: All properties are within a 10 minute response time from either the main fire department or a substation/rural fire department.
TOTAL SCORE							
8 = Response time under 10 minutes 4 = Response time 10-15 minutes 2 = Response time 15-30 minutes 0 = Response time over 30 minutes							
4	Hospital and Emergency Medical Services Weight Factor - 5	40	40	40	40	40	Comments: All sites are within a 10 minute response time distance from either the hospital or an EMS station. Location of ambulances may change. Could slightly impact Sites C and E.
TOTAL SCORE							
8 = Response time under 10 minutes 4 = Response time 10-15 minutes 2 = Response time 15-30 minutes 0 = Response time over 30 minutes							



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Table 2 – Continued

I. Location/Access						
Criteria	Sites					
	A	B	C	D	E	
5 Proximity to Judicial Facilities Weight Factor - 3 TOTAL SCORE	12	12	24	12	24	Comments: All sites are within 5 miles of the existing judicial complex.
8 = Within 5 miles 4 = Between 5 and 10 miles 2 = Between 10 and 15 miles 0 = Beyond 15 miles * Adjust for travel time						
6 Visitor and Public Accessibility Weight Factor - 5 TOTAL SCORE	20	10	10	20	40	Comments: Only the existing justice complex site is near a proposed public transit route scheduled to be implemented within the near future.
8 = Site has vehicular, public transportation, and pedestrian access 4 = Site has vehicular and limited pedestrian access 2 = Site has only vehicular access 0 = There is no current access to the site.						
II. Physical Site Constraints						
Criteria	Sites					
	A	B	C	D	E	
7 Site Size Weight Factor - 5 TOTAL SCORE	40	20	40	40	10	Comments: All sites except the existing justice complex site are of adequate size to accommodate a justice complex including the jail, courts, Sheriff and Bozeman Police headquarters. The existing justice complex site is too small to allow any future growth beyond the projected short-term space needs of the complex.
8 = 20+ acres with full buffer zone possible 4 = 15 - 20 acres with full buffer zone possible 2 = 5 - 15 acres with limited buffer zone 0 = <5 acres						
8 Configuration Weight Factor - 5 TOTAL SCORE	40	20	40	10	20	Comments: Although the major part of the Bus Barn site has a length to width ratio of approximately 2:1, the southern part of the site is long and narrow, limiting major building construction on the remainder of the site.
8 = 1:1 ratio of length to width 4 = 2:1 ratio of length to width 2 = 3:1 ratio of length to width 0 = 4:1 or more ratio of length to width						
9 Parking Weight Factor - 3 TOTAL SCORE	24	24	24	24	6	Comments: All sites except the existing justice complex site are of sufficient size to accommodate required parking with area for future expansion. The present judicial site has limited parking space at present and, if all required future development were built at this location, a multi-level parking structure would be required.
8 = Land available and no conflicts 4 = Some parking conflicts but easily solvable 2 = Parking conflicts somewhat difficult to solve 0 = Parking problems expensive to solve						
10 Contiguity Weight Factor - 3 TOTAL SCORE	24	24	24	24	24	Comments: All sites consist of a single parcel of land.
8 = All areas required in a single parcel 4 = 2 parcels with immediate adjacency 2 = 3 parcels with immediate adjacency 0 = Multiple parcels without total immediate adjacency						



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Table 2 – Continued

II. Physical Site Constraints							
Criteria		Sites					
		A	B	C	D	E	
11	Soil-Bearing Capacity Weight Factor - 1	4	4	4	4	4	Comments: Same values were assigned to this category, since soil-test borings were not available to this evaluator. General geological conditions in the Bozeman area suggest that soil bearing capacities are adequate to support the required building types; however, the water table is close to the surface in many areas, and de-watering of foundations and/or foundation wall waterproofing might be required.
TOTAL SCORE							
8 = No special added foundation cost 4 = Adds up to 20% to foundation cost 2 = Adds up to 50% to foundation cost 0 = Adds up to 75% or more to foundation cost							
12	Slope Weight Factor - 1	8	8	8	8	8	Comments: All sites are either flat or have only gentle slopes across buildable areas.
TOTAL SCORE							
8 = 2 - 4% over 80% of buildable area 4 = 4 - 7% " " " " " 2 = 7 - 9% " " " " " 0 = >9% " " " " "							
13	Orientation and Entrance Weight Factor - 1	4	4	8	4	4	Comments: All sites except the MSU property have minor orientation issues and will require moderate on-site grading.
TOTAL SCORE							
8 = Site does not limit orientation for functional access 4 = Moderate on-site regrading required 2 = Moderate work required on and off site 0 = Extensive regrading and structures required on and off site							
14	Drainage Weight Factor - 1	8	8	8	8	4	Comments: All sites exhibited suitable drainage without any standing water or other evidence of drainage problems. With additional construction, including more paved parking, the existing justice complex will require considerable additional storm drainage to control runoff onto adjacent streets and properties.
TOTAL SCORE							
8 = Good existing natural drainage 4 = Moderate on-site regrading required 2 = Moderate work required on and off site 0 = Extensive regrading and structures required on and off site							
15	Flood Plain Weight Factor - 4	32	32	32	32	32	Comments: Based on information obtained from the City Engineer's office, City of Bozeman, none of the sites is within a flood plain.
TOTAL SCORE							
8 = Site is not in nor affected by flood plain 4 = Site is outside flood plain 2 = Building area is outside flood plain 0 = Flooding could effect operations							
16	Wetlands Weight Factor - 4	32	32	32	32	32	Comments: There was no visual evidence that there were wetlands on any of the sites. Information obtained from the office of the City Engineer, City of Bozeman, also indicated that no wetlands were present.
TOTAL SCORE							
8 = Site is not in nor affected by wetlands 4 = Site is outside wetlands 2 = Building area is outside wetlands 0 = Area is totally within designated wetland							



GALLATIN COUNTY DETENTION CENTER ALTERNATIVE SITES EVALUATION

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Table 2 – Continued

III. Utilities							
Criteria		Sites					
		A	B	C	D	E	
17	Electricity Weight Factor - 2	16	16	16	16	16	Comments: Electrical service is available at all of the sites.
TOTAL SCORE							
8 = Three-phase service at site 4 = Three-phase service within 1 mile 2 = Three-phase service over 1 mile 0 = Three-phase service not available							
18	Water Weight Factor - 2	16	16	8	8	16	Comments: A water main crosses both the Mandeville and the adjacent City site, and water is present at the existing justice center site. Public water is available within 1/2 mile of the MSU and Bus Barn sites.
TOTAL SCORE							
8 = Public water available at site 4 = Public water within 1/2 mile 2 = Public water within 1 mile 0 = Public water over 1 mile							
19	Sewer Weight Factor - 2	16	16	4	4	8	Comments: A sewer line crosses both the Mandeville site and the adjacent City sites. Sewer is also present at the existing justice center, but the system will need to be upgraded to accommodate future development. There is no sewer adjacent to the MSU and Bus Barn sites, and lines will have to be extended to the sites or septic systems provided.
TOTAL SCORE							
8 = Adequate size main at site 4 = Upgradable sewer at site 2 = Substantial cost to link to sewer or upgrade 0 = Service not available near site							
IV. Availability and Legal Issues							
Criteria		Sites					
		A	B	C	D	E	
20	Availability Weight Factor - 5	10	10	20	10	40	Comments: Of the five sites, only the existing justice center property is owned by the County and is available for continued present use. The Mandeville site is owned by the state of Montana, and the adjacent City site by Bozeman. The Bus Barn site is owned by the school board. The MSU site may be available for a land swap, but this could be a lengthy process involving several different jurisdictions and groups.
TOTAL SCORE							
8 = Site owned by County 4 = Site easily acquired by County immediately 2 = Site reasonably available for purchase within 5 months 0 = Acquirable, but at high price and/or over 5 months							
21	Tax Base Impact Weight Factor - 1	8	8	8	8	8	Comments: These evaluations are based on the fact that the sites are presently publicly owned, so there is no loss of taxable land at this time. However, both the Mandeville and Bus Barn sites are being considered for possible future commercial or residential development.
TOTAL SCORE							
8 = No acquisition of taxable land needed 4 = Assessed value up to \$500,000 2 = Assessed value \$500,000 to \$750,000 0 = Assessed value over \$750,000							
22	Land and Construction Cost Weight Factor - 5	10	10	20	10	20	Comments: The existing justice center site is the only County-owned property. The cost and time necessary to acquire any other site would be extensive. The one possible exception is for a land swap of the existing site with Montana State University for the MSU site; however, this would likely be a time-consuming process.
TOTAL SCORE							
8 = Little or no cost to County; County already owns 4 = Low to moderate cost to County to acquire land 2 = Moderate to high cost to County to acquire land 0 = Extremely high priced real estate - cost is prohibitive							



GALLATIN COUNTY DETENTION CENTER ALTERNATIVE SITES EVALUATION

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Table 2 – Continued

IV. Availability and Legal Issues							
Criteria		Sites					
		A	B	C	D	E	
23	Neighborhood, Land Use & Zoning Compatibility Weight Factor - 4	16	16	16	8	16	Comments: Since the existing justice center site is being used for the jail, courts and law enforcement, the continued use for these purposes is allowed; however, portions of the site currently zoned R-O will require variance resolution. Because the Bus Barn has nearby residential properties and the possibility of more such development, future development trends could conflict with justice center uses.
TOTAL SCORE							
8 = Jail allowed without zoning variance - no foreseeable conflicts 4 = Zoning conflict, but variance resolution feasible & future use conflicts not likely 2 = Zoning variance required and future development trends could conflict 0 = Incompatible adjacent uses now and in future							
24	Historic & Archeological Impacts Weight Factor - 1	8	8	8	8	8	Comments: There are no known historic or archeological impacts on any of the sites.
TOTAL SCORE							
8 = No known impacts on site 4 = Limited impact possible on adjacent land but can be mitigated 2 = Significant impacts will occur but proper mitigation can be helpful 0 = Significant negative impacts cannot be sufficiently mitigated							
25	Easements Weight Factor - 3	12	12	24	24	12	Comments: There are water and sewer line easements on the Mandeville and adjacent City sites and on the existing justice center site; however, none of these should have a negative impact. There is no evidence of easements on the MSU and Bus Barn sites.
TOTAL SCORE							
8 = No easements on site 4 = Easements exist, but no negative impact 2 = Easements will have impact and cause some re-location 0 = Easements will substantially restrict site development							
26	Hazardous Waste Weight Factor - 3	24	24	24	24	24	Comments: There are no indications of any hazardous waste on any of the sites.
TOTAL SCORE							
8 = if site is <i>not</i> affected by hazardous waste -8 = If site is affected by any hazardous waste							

Source: Carter Goble Lee; July 2006

Using the process previously described, the raw score times the assigned weight attributed to each was totaled to yield a ranking for the five sites. Table 3 presents this ranking.

Table 3
Ranking of the Candidate Sites

Criteria	Sites				
	A	B	C	D	E
TOTAL SCORES	516	450	538	446	472
FINAL SITE RANKING	2	4	1	5	3

Source: Carter Goble Lee; July 2006



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The process identified **Site C – The MSU Property** – as the best suited for initially a Detention Center and, over time, the total Criminal Justice Complex. While Site C has 90 or more acres, the Criminal Justice Complex would not require that amount of space. A tract of 25-30 acres could accommodate all components of the Complex, plus include space for surface parking. Preliminary, informal, and unofficial discussions with University representatives indicated an interest to continue a dialogue since a site is currently needed for a College of Technology and proximity of the L&J Site (Site E) to the campus makes this location a natural consideration.

The Mandeville Site – Site A – ranked second in the scoring. This site has similar positive characteristics as the MSU Site. The two minor negative points is the distance from Site A to the existing Courthouse at the L&J Site and the State ownership of the site. Past experience has shown that the State might consider a long term land lease, but probably would not sell the site fee simple. The time required to formalize a land-lease arrangement with the State could delay the pending Request for Proposals for design, construct, and finance services.

Site E – The L&J Site – ranked third largely due to proximity to the existing Courthouse, visitor and public accessibility (established vehicular and pedestrian travel routes), and availability. However, considering important factors related to site size, parking, drainage, and required sewer upgrade, the existing L&J site ranked in the middle of the five sites. As evident in the weighting, these factors are important in considering a Detention Center, but even more important when a total Criminal Justice Complex is considered.

The primary reasons that Site B (City of Bozeman Tract) and Site D (Bus Barn) scored 4th and 5th has to do with highest and best use potential. The Bozeman Tract is ideally sited for an industrial park development with the proximity to the interstate and a rail line. The School District Bus Barn Site is located in the midst of emerging commercial and residential development suggesting that the best future use may well be to continue in this manner, or, as was suggested in one interview, become a site for a future elementary school.

Considering all 26 variables, the best possible site is the MSU tract, with the State-owned Mandeville site a close second. As discussed above and shown on the site evaluation scoring sheet, any of the four “green field” sites (A, B, C and D) are of adequate size to accommodate a full justice complex meeting both current and projected 20-year needs. For the reasons noted, some are more desirable than others. The one deciding factor may be the funding to obtain new property.

Alternative Plan

Given these financial implications and time constraints of acquiring a different site for the Detention Center through either purchase or land swap, alternative ways were considered to better utilize the existing L&J Site in the long term while allowing the potential for future growth. An obvious solution is to reduce the number of components located on the present site, and several scenarios to accomplish this were considered.

In preparing this report, the findings of an earlier study prepared for Gallatin County by CGL and Kaplan McLaughlin Diaz in which criminal justice space and facilities needs were assessed and development options were discussed¹. The findings of the previous report should be taken into account in considering which components could be relocated elsewhere and which ones could stay, given projections for growth and future space needs.

Option A: One solution is to maintain the Courts, related judicial components and law enforcement agencies at the present L&J Site and build the new Detention Center at the recommended MSU Site. An advantage is that, by moving

¹ “Gallatin County/Bozeman Criminal Justice Space and Facilities Needs Assessment”, Final Report, October 2004, prepared by Carter Goble Lee – Kaplan McLaughlin Diaz.



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the Detention Center from what is primarily a residential/light commercial area, a “non-conforming” use is removed. Each of the other sites evaluated is of adequate size to accommodate current and projected jail space needs as well as having area available for other judicial or county agencies that need space.

A disadvantage is that much of the passenger vehicle traffic and parking will still be present at the L&J Site, although service truck traffic will be reduced considerably. Another is the need to transport inmates to and from court appearances by vehicle, resulting in transportation costs, the assignment of transport staff, and security issues. This could be reduced by greater use of video conferencing or locating a First Appearance and Arraignment Hearing Room within the new Detention Center.

Option B: A second scenario is to relocate all law enforcement components to another site, leaving the Detention Center and Courts at the current L&J Site. This option has several desirable features:

- Inmates can continue to be moved on foot between jail and court;
- The high volume of law enforcement traffic and required parking is eliminated;
- Space would be available for projected future Detention Center and Courts expansion;
- Accommodation of future parking needs may be achievable with surface parking only.

Impacting this scenario is the possibility that Bozeman Police may be moving away from this site, which would have a positive effect on expansion space and available parking area. A continued drawback is the need for truck service access to the Detention Center.

Another factor that would impact Option B is current consideration to develop a new 9-1-1 Center at another location. The present center, located in the basement of the original school building, is undersized for projected growth and does not meet security and seismic requirements applicable to this function. Although there are space and operational advantages to co-locating the 9-1-1 Center with law enforcement agencies, a stand-alone facility can be accomplished without a severe loss of operational efficiency. Moving this component from the L&J Site would also make additional office or support space available for Court or other functions that remain at this site. .

Recommendations and Next Steps

Of all the available options, the relocation of the Detention Center to the MSU Site is the optimal solution to address both current and projected future space needs. Should, in time, the Courts, Sheriff's Department, and City of Bozeman Police Department follow the Detention Center to a new site, then the County will have taken a bold step towards meeting the 50-year, or longer needs of a rapidly growing county. Expandability, accessibility, reduction of traffic congestion, and removal of detention, courts and law enforcement activities from what has become a residential and office neighborhood are desirable.

In several previous reports, the need to replace the existing Jail has been documented. A Request for Proposals (RFP) for Design, Construct, and Finance Services is due to be issued in mid-August 2006. While a final decision on a Detention Center site need not delay the solicitation of private sector services, requiring the Respondents to design for two sites (the L&J and a “green field” site) could add time to the procurement process, and would certainly add cost to the Respondents' proposals.

Therefore, given the need to begin the solicitation process in August 2006 in order for the Commission to make a decision on a mail-in referendum in late Winter 2007, the following steps are recommended:



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1. Adopt Site C – The MSU Site – as the preferred location for the future Detention Center.
2. Begin immediate official discussions between the County and MSU to determine the relative value of both properties, the conditions for a land swap/purchase, and the potential phasing of both tracts of land for immediate County and University needs.
3. As a “back-up” plan, begin discussions with the State of Montana regarding the purchase or lease of a portion of the Mandeville Site (Site A).
4. Issue the RFP for private design, construction, and finance services for the new Detention Center on the MSU Site with any required extensions to utility systems by August 16, 2006, allowing 60 days for the development of a response.

The Capital Improvements Program (CIP) Committee has acted wisely in requiring a closer evaluation of the future site requirements of the Detention Center and the L&J functions, as well as being concerned as to the future traffic, parking, and development implications that would result if detention, courts, law enforcement, and 9-1-1 services remain at the L&J Site for decades in the future. This exercise, which has been conducted as objectively as possible using analytically-based measurements, resulted in the recommendation of the MSU Site for the Detention Center as well as the future Criminal Justice Complex for the County housing detention, law enforcement, courts, and emergency communication services.

Since the 9-1-1 Center is also on a parallel track for a new facility, consideration should be given to co-locating the Detention Center and 9-1-1 Center at the MSU Site and including these functions in the RFP for the Detention Center.

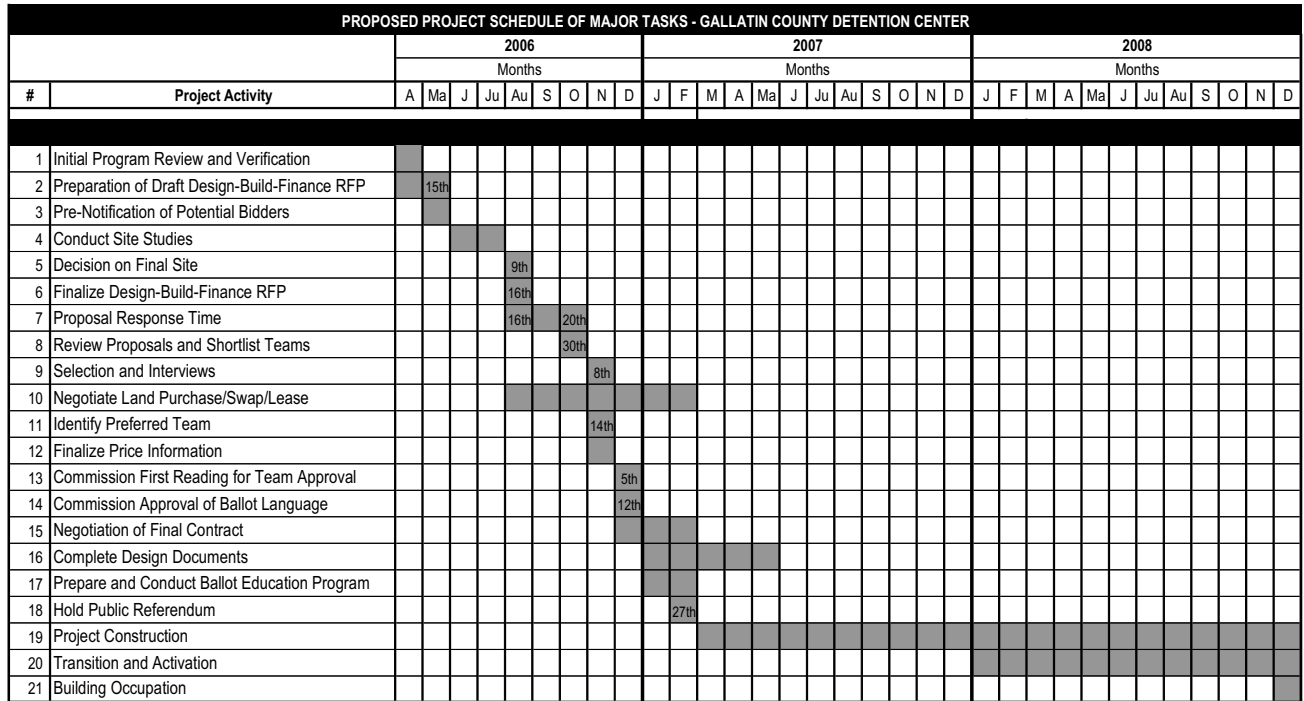
Finally, with current inflationary cost pressures, each month adds approximately \$100,000 - \$200,000 on top of the 2004 estimated Detention Center construction budget of \$20.6 million, which in today's dollars is at least \$24 million. The schedule shown in Figure 2 demonstrates the major actions and time to occupy a new Detention Center by early 2009.



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Figure 2
Proposed Project Schedule for New Detention Center



Source: Carter Goble Lee; July 2006